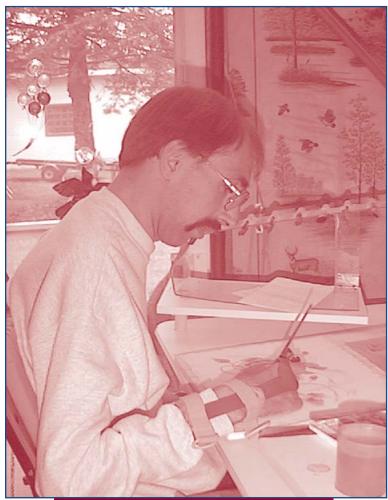


WRC

Wisconsin Rehabilitation Council



Making a Difference



The Wisconsin Rehabilitation Council

2003 Annual Report

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Front cover: Paul Krieg, DVR consumer and self-employed water color artist.





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■ Message From the Chair

Making a Difference

The Wisconsin Rehabilitation Council (WRC) has served as the citizen advisory council for the Division of Vocational Rehabilitation (DVR) since 1992. As we look back at a decade of Council meetings, work groups, and public hearings, it is worthwhile to ask, "Has the Council made a difference?" And if it has, what were the key factors that allowed this Council to make a difference?

I think the Vocational Rehabilitation (VR) agency and the Department of Workforce Development (DWD) leadership would agree that these are some of the Council's lasting achievements:

- The Council worked with DVR to develop a simpler method of operating a waiting list so the individuals receiving VR services could get the services they need in a timely manner. While a waiting list is never popular, when people in the system are served faster, people on the waiting list do not have to wait as long to be served.
- The Council pressed DVR to focus its funding on direct services to consumers and less on funding to other agencies that also serve people with disabilities. This has allowed DVR to provide more individualized services to the 20,000 individuals who come to DVR to find employment in their local communities.
- The Council continues to work with DVR to make sure the policies that guide DVR decisions are clear and fair to staff, consumers, and the public. An agency as large as DVR will only be as consistent as its policies and training are in providing clear guidance.

One of the key factors that allowed this Council to make a difference is the law itself. The Rehabilitation Act and its amendments have been written with the input of disability



■ Message From the Chair

groups and disability advocates. When the law added the requirement of a citizen advisory group, it mandated certain groups to be represented so the VR agency could benefit from their expertise. VR is all about employment for people with disabilities. People with disabilities and employers are mandated members of the Council. By crafting the membership to represent the purpose of VR, the law brought together people who would naturally care about the success of VR.

Another key factor is the willingness of the VR agency to listen to the input of the Council. VR counselors and staff know that people with disabilities know their strengths and limitations and know what works. The VR leadership has respected and listened to the Council's input, even when we disagreed on policy and practice. Over the past 10 years, we have been able to work past disagreements and find compromises that addressed the concerns of VR and the Council.

The third key factor has been the members themselves. The Council has benefited from the voluntary commitment of people with significant disabilities, family members, and business people. Instead of focusing on VR's past, they have focused on improving the future. The influence of our business members kept us setting goals and deadlines. Family members brought us the patience and diligence to stick to those goals. People with disabilities kept us looking for new and bigger goals to tackle.

Two of our members who have ended their terms on the Council deserve to be recognized for the goal they have instilled in our Council. Bruce Borden and Dale Block came to the Council with a goal of ending the disincentives that keep people with disabilities unemployed and underemployed. Bruce and Dale pointed out that the VR program cannot achieve its purpose when other government programs pose an insurmountable barrier to employment. They challenged our Council not to focus on minor repairs to DVR and look to a major overhaul of the disability services that



■ Message From the Chair

block access to employment. While Bruce focused on the economic implications of work disincentives, Dale pointed out the injustice of a system that keeps people with disabilities in poverty to preserve health care benefits.

Bruce and Dale have left the Council with a vision to improve employment opportunities for people with disabilities by challenging the barriers that limit what VR can do and what people with disabilities can do. It is a fact that most people with disabilities want to work. The Council is committed to improving VR's ability to do its job to prepare people with disabilities for jobs in Wisconsin's economy.

Linda Vegoe, Chair Wisconsin Rehabilitation Council



DVR Administrator Charlene Dwyer presents Mary Lou Burger with a Certificate of Appreciation from the Governor.





The Rehabilitation Act of 1973, as amended, requires the creation, by each state, of a Rehabilitation Council. The WRC (formally the State Rehabilitation Planning and Advisory Council) was created by Executive Order #196 in 1992.

Duties of the Council (as Outlined in the Rehabilitation Act)

- Review, analyze, and advise DVR regarding the performance of its responsibilities (particularly regarding eligibility), the extent and effectiveness of services, and the functions of the state agency that affect individuals with disabilities and their rehabilitation goals.
- Advise and assist DVR in the preparation of the state plan and its amendments, applications, reports, needs assessments, and evaluations.
- Conduct a review and analysis of the effectiveness of vocational rehabilitation and consumer satisfaction.
- Coordinate the work of the Council with the activities of other disability-related councils.
- Establish a working relationship between DVR and the State Independent Living Council and the centers for independent living in the state.

A Statement of Mission

The WRC, working on behalf of Wisconsin residents with disabilities, will review, analyze, and advise DVR regarding the performance of its responsibilities in providing quality services to persons with disabilities.



Vision Statement

The WRC will be a catalyst for the emergence of DVR as a leader in the development and implementation of effective service programs and advocacy for persons with disabilities throughout our state. It is our vision that persons with disabilities will enjoy full equality of opportunity, complete integration in the life of our communities, and appropriate employment which fulfills each individual's needs and aspirations.

Values and Guiding Principles

The WRC will endeavor to:

- Build partnerships among persons with disabilities, providers of service, advocacy organizations, and those other groups that can and should participate in the accomplishment of the mission and vision of the organization.
- Forge a spirit of trust and cooperation with the administration and staff of DVR and advocacy organizations for persons with disabilities so that the use of scarce resources for accomplishing the mission and vision are optimized and conditions are created for acquiring additional resources.
- Reach out to persons with disabilities throughout the state so as to create a true spirit of inclusion for every citizen, including an opportunity to contribute to the work of the WRC.
- Hear and respond to the concerns and issues raised by persons with disabilities, their advocates, and other concerned individuals so that the work of the WRC is as effective as possible, and we are able to truly be a catalyst for positive change.



The WRC has two committees that divide most of the duties that are assigned to the Council by the Rehabilitation Act. The Evaluation Committee studies VR performance in serving specific groups and disabilities and reviews consumer satisfaction with VR services. The Reports Committee works on the Annual Report and the State Plan, which is the binding agreement between Wisconsin and the federal government on how VR services will be delivered.

The Council as a whole monitors service data, fiscal data, the waiting list (Order of Selection – OOS), and systemic issues, such as working with Job Centers and other state departments.

In the last year, the WRC began working with the new DWD Secretary, Roberta Gassman, and applauded her decision to retain Charlene Dwyer Ed.D., Administrator, DVR. The Council is very hopeful the consistency in DVR leadership will allow us to continue to work on the systemic changes needed to improve employment opportunities for people with disabilities.

Supported Employment

As the Council studies service areas that share responsibilities with other departments or funding sources, the WRC is often troubled by the lack of coordination. Supported employment is possibly the strongest example of this.

Supported employment offers employment opportunity for individuals who need long-term support in the community to maintain employment. This support could last for years or for as long as the person is employed. The support could involve occasional job coaching on the job or a case manager away from the job. It is a service model designed to serve individuals with the most significant disabilities.

Federal law mandates that DVR provide the initial assessment, job development, and securing the job for a supported employment participant. It also mandates that another source

"I appreciate all your help and support you've given me in getting to this place. Honestly, you have really made a difference in my life. Thanks for believing in me."

DVR Consumer





"Without your help in the beginning, I would not be where I am today.
I thank you for your time and encourage-ment."

DVR Consumer

of funding must cover the long-term supports or ongoing follow up. The federal law views the long-term support to be a human service responsibility of the state. If a state does not have a mandated source of funding for long-term support or if those services are optional for counties to provide, the ability to benefit from supported employment depends on the county you live in.

The challenge for supported employment is compounded by the fact that as high schools help students with the most significant disabilities transition into the community, students and parents are encouraged to consider supported employment. Depending on the county in which the student lives, the student may be graduating onto a waiting list for supported employment or for no options for supported employment in their community.

The WRC devoted two quarterly meetings to supported employment to bring in families, providers, funders, and DVR counselors to discuss the barriers and possible solutions. The Council was able to develop a list of possible solutions to improve supported employment options. A permanent solution would require a mandated source of funding for long-term supports. The current system, which links a mandated supported employment service (VR) to an optional one (state or county), does not work.

The Council recommended that the state form a Task Force on Supported Employment. This would involve DVR, Department of Health and Family Services, Department of Public Instruction (DPI), counties, families, and service providers in order to find a means of providing supported employment supports in each county.

Transition

Transition refers to the time in high school when a student with a disability is preparing for future employment and participation in the community. Transition has been a concern for the Council and is a major concern nationwide. As with supported



employment, transition involves shared responsibilities and shared funding sources to help a student achieve their goals. The laws that mandate this cooperation are vague and do not provide clear guidelines on who is responsible for what. This leaves a student with a disability and family with vague and unclear answers on who is responsible to provide and fund the services necessary for a student to transition to employment and independent living.

The Council has focused on transition for many years. One of the mandated members of the Council is a representative from DPI and the Parent Education and Training projects. The Council has been fortunate to have very committed members representing each of these groups. Transition is also an area that receives a high level of feedback at our public forums and is often a concern of DVR counselors who come to speak to the Council.

This year the Council sought feedback at each of our quarterly meetings on transition and asked for presentations from Steve Gilles, WRC member representative from DPI. The Council was



DVR Deputy Administrator Terry Schnapp (left) and WRC Chairperson Linda Vegoe (right) present Leigh Larson (center) with a Certificate of Appreciation from the Governor.





"Thank you for everything you have helped me with. I feel like a real person now because yes,
I have a disability, but now I am able to support my children on my own!"

DVR Consumer

also pleased to receive strong support from Stephanie Petska, Ph.D., Director of Special Education, to work with her DPI staff on the DPI/DVR Memorandum of Understanding.

Council representatives worked with DPI Staff, John Triphan of CESA, DVR staff, and Deb Wisniewski of Waisman Center to develop a student-friendly Memorandum of Understanding to guide how DVR and schools will work together to serve students with disabilities.

DVR management and Council members also met with a Rehabilitation Services Administration representative, Janette Schell, to find solutions to some of the barriers in law and regulation that limit what DVR can do and when they can do it. She was able to provide the group with solutions we have not been able to consider in previous agreements between DVR and DPI.

Once both state departments approve the Memorandum of Understanding, the Council believes Wisconsin will have a model agreement. It will allow DVR to designate specific counselors to work with schools. Those counselors will be able to provide "technical assistance" to students and teachers who are not current DVR consumers. Our Council has long felt that schools and students will gain a great deal from the "technical assistance" DVR counselors can provide about adult services, disability assessments, and work-related accommodations.

DVR will not be able to provide or pay for VR services for anyone who is not an active DVR consumer or for consumers on the DVR waiting list. That restriction remains in the law. DVR is also required to develop an active Individualized Plan for Employment (IPE) within a specific timeframe, so DVR cannot legally open a case just to avoid the waiting list.

As a citizen advisory council that represents all the consumers that DVR serves, the Council was very aware that special efforts to serve students with disabilities could not come at the expense of services to adults. Of the 37,704 people with disabilities who



came to DVR in FFY 2003, less than 2,000 were between the ages of 14 and 19. The Council believes the agreement that DVR and DPI have developed addresses the need for equal access for all people with disabilities while providing the early intervention that is so critical to the success of transition.

The Council is very encouraged that the efforts of federal and state agencies has led to removal of significant barriers caused by separate laws for similar services. The next challenge is clear: training of DVR staff, school staff, and families on what the new Memorandum of Understanding means for students with disabilities at the local level.

RSA on Site Review

Rehabilitation Services Administration (RSA) is the federal agency in the Department of Education that monitors state VR agencies. This year, the RSA review included a meeting with the Council's Executive Committee to monitor the working relationship between the Council and the state VR agency.

Areas of discussion included: transition, counselor training, State Plan, and our monitoring of the OOS waiting list. The Executive Committee discussed counselor training in some detail with the RSA representative. Under the current system, designated funding for counselor training is very limited. Council members do not feel comfortable advocating for DVR to increase its waiting list to free up dollars for training. We asked the RSA representative to share our concerns with the federal government. Training resources for VR counselors need to be increased at the federal level, so it does not come at the expense of consumer services.

Counselor Training

WRC members have made counselor training one area for monitoring. The WRC believes counselor training has a major impact on the effectiveness of DVR services. Since Congress modifies the Rehabilitation Act every 5 years, there is a greater





need for training in this program than in programs that remain constant. As people with more significant disabilities seek services and rehabilitation technology advances, training is needed to keep counselors up to date on best practices.

Public comment over the years has indicated there is greater dissatisfaction among consumers who are working with DVR and other government systems. Transition, supported employment, W-2, and workers' compensation participants who are also working with DVR often voice their concerns that the systems do not work well together. Training in these areas of shared services would allow counselors to learn best practices and address the consumer dissatisfaction in this area.

State Plan

The State Plan is the contract between the state of Wisconsin and the Rehabilitation Services Administration that answers specific questions on how the DVR program will deliver the services funded by the Rehabilitation Act.

The law mandates our Council be involved in the preparation of the State Plan and its amendments. It is an excellent opportunity



DVR Administrator Charlene Dwyer presents Julie Alexander with a Certificate of Appreciation from the Governor.



for citizens to be involved in insuring compliance with federal law and addressing the unique needs of Wisconsin's citizens.

This year, the Council added language to the State Plan to clarify the spending of VR funds for direct services. In monitoring the OOS waiting list, the WRC is very aware that every \$3,000 spent on pilot programs or disability services in other public agencies, is another name added to the DVR waiting list. The business representatives on the Council have long felt that this needed closer monitoring, since DVR funding is finite.

The Council has long advocated for an end to the funding of services that are the ADA responsibility of other public agencies. This year, through the State Plan, the Council and DVR reached a compromise acceptable to both. The federal government has approved this agreement through the approval of the State Plan.

Wisconsin DVR has agreed that a minimum of 90% of client service funding will go for direct client services related to consumer IPEs. Up to 10% will continue to be used for pilot projects, new or expanded service initiatives, and services to groups. When DVR provides funding to outside agencies for indirect services, the DVR partnership funding will not exceed 50%. At any time that the DVR agency believes a project has merit to exceed those limits, DVR will ask the Council to waive the DVR funding 50% cap in relation to that specific project. We believe this agreement allows DVR to operate its program and consider new approaches to services, while the Council monitors the impact on people on the waiting list.

Order of Selection: The DVR Waiting List

The DVR waiting list increases when the state's unemployment rate increases. The DVR waiting list comes from the section in the law that dictates the order in which DVR must select names from the waiting list.

"Just when things started to feel hopeless you showed me there are wonderful people like you in this world to brighten our spirits and bring us hope."

DVR Consumer



DVR and the Council have worked together to simplify the process and make it easier for the public to understand. A waiting list is frustrating for individuals, families, and service providers. A waiting list that is difficult to explain adds to the frustration.

Unlike the waiting lists for other state and county services, DVR is able to contact hundreds of people on the waiting list as current DVR consumers find employment and "graduate" from DVR. The Council has stressed that DVR should insure that disability groups are aware that the DVR waiting list is seamless and people do move up the list as others succeed in finding jobs.

Making Work Pay

One of the advantages of a citizen advisory council is the fresh perspective that does not look at issues within the confines of existing law and policy. If something does not make sense, we are inclined to want to change it.

DVR is a program that is mandated to serve people with the most significant disabilities and to help them maximize their employment potential. Job Centers are mandated to incorporate DVR into their structure and the effectiveness of Job Centers is measured by employment outcomes. The disincentives of Social Security disability programs and other disability programs make it impossible for many people with the most significant disabilities to attain their employment goals. Therefore, DVR and Job Center employment outcomes are directly impacted by the disincentives of other government agencies.

The Council has made this our focus. If we are mandated to analyze and advise DVR on how to be more effective, the Council cannot limit its scope to internal policies. If the rules of Social Security and the pre-existing condition clauses for insurance make it impossible for people with the most significant disabilities to work, then no amount of changes to DVR policies will address this issue.



Bruce Borden and other DVR consumers with significant disabilities and high-cost needs have developed a solution. Bruce worked with many other individuals with disabilities who are also blocked out of the workforce to develop the concept. He has worked with DVR, DWD and other state and federal officials to map out the changes that would need to be made to other government programs to make work pay for individuals with the most significant disabilities.

Making Work Pay is a proposal to modify government programs for people with disabilities so no individual would be forced to choose between employment and access to disability-related services and health care. If personal care services are the only service keeping an individual out of a nursing home and that service is lost when a person goes to work, that individual is shut out of the workforce. If funding for the medications to stabilize a disability is lost when a person goes to work, that individual can choose to work until their disability worsens or stay out of the workforce. These are the individuals that DVR is mandated to serve.

The Council will not accept the idea that DVR should be modified to serve those who do not have significant disabilities. We believe it is an issue of economics and justice. Individuals with the most significant disabilities, requiring lifelong supports, should have equal access to employment and the ability to earn and save for their future.

Making Work Pay is based on a simple and fair premise. People with the most significant disabilities, who have lifelong disability needs, need to be able to retain the safety net that funds disability services. A working person with a disability should be able to contribute to the cost of the safety net. As their income increases, their contribution would increase.

The vision statement for our Council is that persons with disabilities will enjoy full equality of opportunity, complete integration in the life of our communities and appropriate employment which fulfills each individual's needs and



aspirations. We believe that *Making Work Pay*, a consumerdesigned reform initiative, is Wisconsin's answer to making that vision a reality. The Council supports Bruce Borden, the DVR and DWD in their efforts to advance this reform.

Vocational Rehabilitation Services for Native Americans

The Rehabilitation Act provides grants to improve services to specific groups or disabilities when their research shows that a specific group is under-served. Section 121 in the law provides grants for American Indian Tribal Governments to apply for grants to operate a VR program for tribal members with disabilities.

The Council asked the Directors of the Native American VR Programs in Wisconsin to present information on their programs. Tribal VR programs currently compete for federal funding. Despite the impact this has on long-range planning, the Directors cited the strong working relationship Wisconsin DVR and Tribal VR programs have developed. By coordinating efforts at the local level, Tribal VR programs have been able to serve individuals who would otherwise be on the state VR waiting list.

Tom Draghi is Director of the Lac Courte Orielles Nation VR program. Steven "Corky" West is Director of the Oneida Nation VR program. Jeff Muse directs the Great Lakes Inter-Tribal Council VR program and is also a member of the WRC.

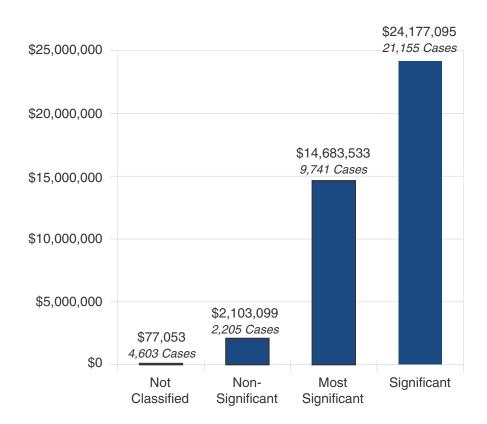


DVR Administrator Charlene Dwyer presents Dale Block with a Certificate of Appreciation from the Governor.

■ DVR Budget Overview

During FFY 2003, there were 37,704 consumers who were in DVR's system. Of that number, 16,288 were new applicants. 3,701 consumers achieved an employment outcome. DVR served a statewide caseload of 22,000 consumers (including individuals on the OOS waiting list).

Expenditures by Order of Selection



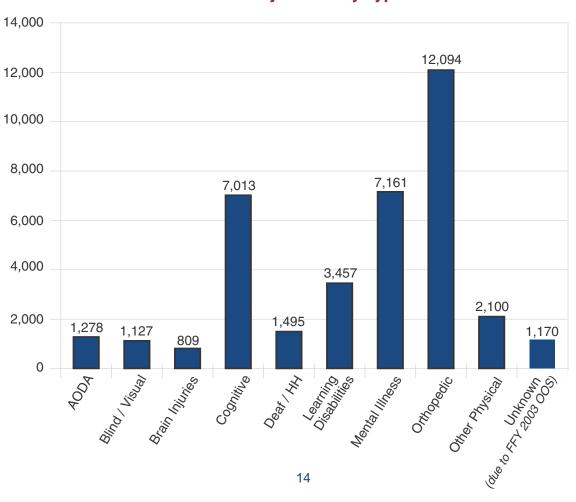
■ DVR Budget Overview/Consumers

Case Service Expenditures

College/University Training	\$5,319,762	14%
Assessment	\$3,363,942	9%
Other Transport	\$3,341,713	9%
Busi/Voctl School Training	\$3,277,134	8%
Placement	\$3,265,409	8%
Other Training	\$2,652,638	7%
Supported Employment	\$2,495,891	6%
Other Services	\$2,434,103	6%
Training Books/Other Sup	\$2,193,099	6%
Work-related Matl/Tool	\$1,446,765	4%
All Other Services	\$1,322,611	3%
Rhab Tch-Ast Tch Dev	\$1,220,900	3%
Rhab Tch-Vehicl Mods	\$1,218,627	3%
Adjustment Training	\$1,096,856	3%

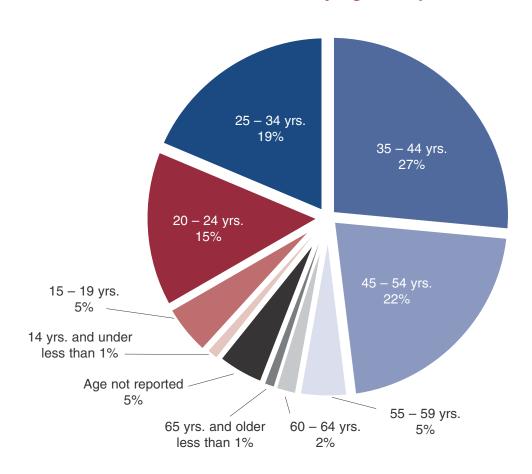
Maintenance	\$998,186	3%
Other Rstoratn	\$699,412	2%
Work Experience	\$645,330	2%
Other Rhab Tch	\$534,465	1%
Purch/Rental Vehicle	\$496,554	1%
Services to Family Members	\$475,832	1%
Rhab Tech - Originl Design	\$461,225	1%
Public Transport	\$414,758	1%
Small Business Enterprise	\$336,548	1%
LV Aids/Adjust - Blind	\$330,361	1%
Rhab Tch-Ast Tch Trn	\$302,183	1%
Counseling	\$261,755	1%
On-The-Job Training	\$234,899	1%
Restoration - Profess Clin	\$199,820	1%

Caseload by Disability Type



DVR Consumers

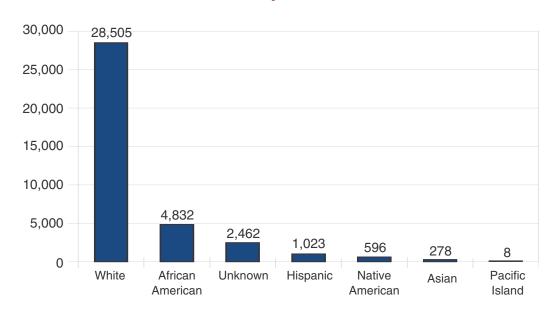
Caseload by Age Group



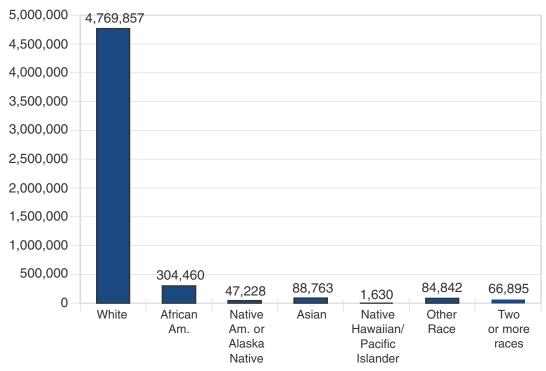
Caseload by Gender

Of the total caseload reported in FFY 2003, males accounted for 55% and females accounted for 45%. This corresponds with the general Wisconsin population as reported by the 2000 Census – 49% being male and 51% being female.

Caseload by Ethnic Race

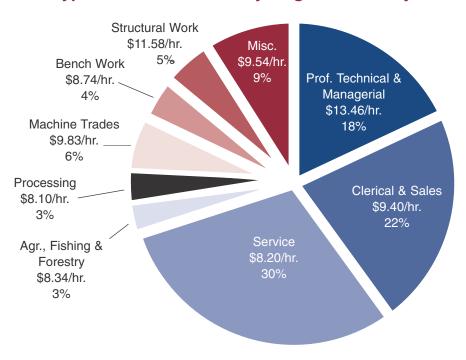


Wisconsin Population by Ethnic Race

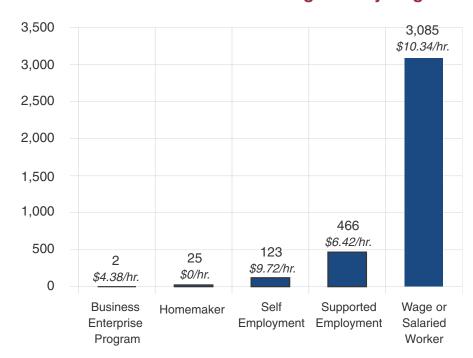


Outcomes

Types of Jobs and Hourly Wages Earned by DVR Consumers



Employment Outcomes Number of Consumers and Average Hourly Wage



DVR Consumers Contribute to the Economy

DVR consumers help grow Wisconsin's economy. When they applied for DVR services in FFY 2003, they reported a total annual income of \$14,855,332. After their successful rehabilitation, these same consumers reported a total annual income of \$58,222,060. This is a difference of \$43,366,728, which contributes to our state economy.



Appendix A

Improving Supported Employment Options

- 1. Develop and distribute information on best practices.
- 2. Use of technology video monitoring instead of individual job coaches.
- 3. Teach employers how to do what job coaches do in teaching new skills and keeping the employee on task.
- 4. Schools work with seniors and provide job shadowing experiences.
- 5. Work with the current system to be able to respond to the fact that supported employment will not be one job for life.
- 6. Schools and DVR need to work together while the student is still in school to work on employment options.
- Parents need to be aware of their right to advocate to county boards to include supported employment in the range of services offered in their county.
- 8. Deal with the rules of different systems to coordinate policies. Ex. Schools and DVR cannot transition a graduating student to county funded long-term supports if the county requires a person to be 21 before they are added to a waiting list.
- 9. Schools should consider a transition model that involves academics through age 18 and vocational and transition services ages 19-21.
- 10. Improve agency attendance at IEP meetings in the schools.
- 11. Improve access to information about services for parents and students.
- Develop a white paper covering the different responsibilities of DVR, counties, and schools.
- 13. Work with the state Developmental Disabilities (DD) Council to address supported employment, since the majority of participants are people with developmental disabilities. The DD Council currently tracks which counties provide supported employment, have waiting lists, or do not offer it.

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- 14. Can family care offer a solution? If there is no waiting list, will it include the transition to supported employment long term supports?
- Address the wage issue for supported employment staff.
 Low wages make it difficult for service providers to maintain staff.
- 16. Focus on better job matches for participants. A better job match up front reduces the need for long term supports.
- 17. Incentive payments for providers to fade supports. The current system does not have incentives for providers to advise counties that less support is needed.
- 18. Pay providers for the development of natural supports.
- 19. Could long-term supports be funded by Medicaid, similar to case management services in community support programs or CIP?
- 20. The long-term supports need to be flexible so the person can access them as needed and not need to be constant to avoid going on a waiting list.
- 21. A solution will require a three-prong focus on funding, employers, and vendors.
- 22. Supported employment providers need to be reimbursed for more creative and time-consuming placement activity, such as carving out job duties that will not require ongoing job coaching.
- 23. Assessments for supported employment should be independent of the service provider to avoid the conflict of benefiting from the recommendations.
- 24. Change the discussion: What will be the costs without supported employment?
- 25. Assessments should include the work goal and the work environment. Work environment can impact on how much job coaching is necessary. These discussions should occur at IEP meetings for students and IPE meetings for DVR consumers.



Wisconsin Rehabilitation Council Members

Julie Alexander Past Vice-Chair Milwaukee

Paulette Bartelt Vice-Chair Milwaukee

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Black River Falls

Mary Lou Burger
Oak Creek

Al Buss Oregon

Sister Patrice Colletti Milwaukee

Gerald Cywinski *Mosinee*

Gary DeBuhr *Waukesha*

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